CITY CLERK'S OFFICE
ANS
TO
REFER
FILE
METROPOLITAN
FEB 27 '84 PM 8
TORONTO
CENTRAL
LIBRARY
Municipal Reference

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

15

C & N
(Community Renewal)
February 27, 1984

To: Land Use Committee

Subject: Proposals for Community Improvement Policies in the Official Plan

Origin: Commissioner of Planning & Development (c71luc84101:57)

Comments:

Section 28(2) of the new Planning Act requires that municipal Official Plans contain "provisions relating to community improvement in the municipality". Adoption of these provisions is a prerequisite for the use of the remainder of the legislative provisions of Part IV of the Act. These include the ability to designate community improvement areas and to prepare and implement community improvement plans including the ability to acquire and redevelop land, to make grants or loans to property owners to implement improvement plan goals, and to be eligible for Provincial contributions under existing programmes such as ONIP or CAIP. Any new programmes under the Ministry of Municipal Affairs and Housing such as an industrial area renewal programme would have the same requirement.

This report sets out the planning and development considerations underlying the attached proposed community improvement provisions. It recommends a process for initiating the necessary public notice and discussion process.

Background:

The Ministry guideline detailing their expectations regarding community improvement broadly defines this term as "encompassing all those activities, both public and private, which maintain, rehabilitate and redevelop the existing physical environment to accommodate the social and economic priorities within the community". Further, the intent is clearly to consolidate and integrate municipal policies to more clearly reflect an awareness of economic considerations,the efficient use of existing public services and facilities, and a priorization of needs. New or strengthened policy provisions in the Official Plan are expected to strengthen the existing municipal land use planning programme.

The diversity of multicultural and socio-economic backgrounds in Toronto's neighbourhoods, the complex web of social recreational services in a major metropolitan area, the presence of major financial and institutional organizations in the central core, and

the imminent redevelopment of the railway lands, waterfront, and port area all call for unique and sophisticated solutions. Moreover, while the Ministry naturally has focussed on their own renewal programmes, the City's strategy has been and should continue to be much wider in scope and more flexible in identifying and using resources. The proposed community improvement policies would translate into Official Plan language and reflect in the Plan the considerable expertise and success the City has developed in this field over the past thirty years.

Key Considerations

In developing the proposed community improvement provisions, the following planning and development considerations guided our thinking:

1. In its present Official Plan, the City already has a well developed and comprehensive land use planning document. The new section broadens the scope of the present Plan by presenting a consolidated and integrated strategy for implementation to complement the land use control function.

2. The Municipal level of government is increasingly becoming a full partner and actor in the social and economic policy fields. By explicitly stating its position on community improvements, Council has a clearer base from which to plan the equitable distribution of public resources. Moreover, stress is placed on improving capital planning coordination, of both maintenance and improvement projects, as part of a municipal corporate strategy.

3. The City has had extensive and intensive experience with community renewal and improvement using its own funds, participating in senior level government programmes and tapping private sector sources. These proposed provisions are keyed to the principle that the municipality retain the initiative in setting its own goals and objectives, selecting areas or projects, and determining the most appropriate methods. The City will then seek or advocate for resources that best can address its interests.

4. As the most accessible level of government, all the resources the City has available were examined for the contribution they can make to community improvement. Beside the role of funder, the capacity of the City to respond as a provider of services, as an organization with highly trained staff and sophisticated information resources, and as an effective advocate are also called into play.

5. Joint ventures, coordinated project planning, and packaging of several sources of funding are clearly indicated given current economic conditions and a concern for a maximum return from the use of public funds. This principle holds true whether the issue at hand is a major redevelopment proposal, a retail strip revitilization effort, or a community development project.

In general, every effort was made to create the maximum flexibility for Council in responding to everchanging needs, demands, and resources.

Structure

To make the community improvement policies more readily understood, the proposed section begins with a statement of general goals and objectives that run through all improvement and renewal endeavors. General implementation statements complete the introduction of an overall strategy. Each sub-section focuses on the particular tactical concerns appropriate to a specific type of area. In turn, each land use sub-section addresses more specific objectives, criteria for area or project selection, and the range of concrete actions that might be taken.

Policy objectives or implementation mechanisms already set out in the Plan are expanded upon or cross-referenced where necessary to an overall understanding of Council's intentions regarding community improvement.

As the use of the maps and the tone of the initial strategy attest, a central premise is that the entire muncipality should be the arena for community improvement. These provisions may then be used as a starting point for developing a municipal corporate plan and as a statement of mission.

As new policies on retail strip development and as Official Plan provisions for the Waterfront are moving towards Council approval, we have anticipated changes in orientation or terminology in the proposed community improvement provisions. The language that will be used for the the by-law which introduces these statements will reflect the then approved terminology.

The maps delineating the various types of community improvement areas are proposed to be those already contained in the Plan. The Generalized Land Use Maps (1,1A,1B) and the Areas of Permissible Commercial and Industrial Use (Map 3) adequately reflect the complexity of land uses and their distribution in Toronto without restricting the City's flexibility in designating community improvement areas. Map 3 is used with the understanding that it must be cross-referenced to Part II plans which may have altered

or deleted specific localities. Map 4 should be retained solely because of the several references in the Plan where the City retains some added options or powers. Map 10 should be deleted as it is out of date due to the addition of new areas and the dedesignation of most of the NIP areas. As it is not part of the Official Plan itself but is a purely informational map, it would cause confusion if retained.

Public Review

I am recommending that I be authorized to circulate this report and the proposed community improvement policies widely to resident, business, and industry organizations to garner comment. I would further recommend that this matter be dealt with as a deputation item at the regular session of this Committee six weeks hence and that the City Clerk be requested to advertise this item in the usual manner. If, upon polling the organizations on our circulation list or upon receiving a significant level of enquiries it would appear that extensive comment and discussion can be expected, I would recommend that I be authorized to call and advertise a special public meeting for this prupose to be held prior to the abovementioned Committee session. I would then report to the Committee on the comments received and the revisions being considered.

I have also submitted this report and the proposed community improvement policies to the Neighbourhoods Committee for their information and consideration. These draft policies have been reviewed by Ministry staff and were very well received.

RECOMMENDATIONS:

1. That your Committee receive this report and schedule it as a deputation item at the regular meeting of this Committee six (6) weeks hence.

2. That I be authorized to circulate this report to residents, business and other interested groups in the City and that the City Clerk be requested to place the usual advertisements regarding the abovementioned Committee meeting in the major daily newspapers.

3. That, should numbers warrant, I be authorized to hold a special public meeting for the purpose of discussing this matter prior to the abovementioned Committee meeting and to report back on comments received and revisions being considered at that time.

Robert B. Millward

by Stephen G. McLaughlin,
Commissioner

Attach:

EK:jmch

Proposed Official Plan Amendments Regarding Community Improvement

A. Proposed New Defined Terms

10. The terms community improvement plan and community improvement area mean, respectively, a plan or area adopted or designated pursuant to Section 28 of the Planning Act R.S.O. 1983.

B. Proposed New Section 8A - Community Improvement

General Principles

8A.1 In order to enhance the social and economic well-being of its citizens, it is the policy of Council to maintain and improve the public amenities in the downtown, the waterfront and the residential neighbourhoods, to ensure the vitality of commercial areas of the city, and to retain, develop and strengthen the City's industrial base. Accordingly, Council shall initiate and develop programmes and activities and make use of programmes of other levels of government, its own funds and private sources of funding to encourage improvement and renewal in all areas of the City.

8A.2 In improving the quality of life in the City for residents, workers and visitors, Council shall undertake community improvement programmes and activities in accordance with the following objectives:

a) to improve the amenity, appearance, safety, and environmental quality of all areas of the City;

b) to ensure the compatibility of abutting and neighbouring land uses;

c) to provide for a diversity of and an equality of access to suitable social-recreational facilities and other supportive services in all areas of the City;

d) to provide and maintain a system of public open spaces that offers a broad range of outdoor social and recreational opportunities of both a passive and active nature;

e) to promote and stimulate private sector initiatives which will create employment and generate an improved municipal tax base in ways which are consistent with the City's economic development strategy and other policies;

f) to encourage the conservation and appropriate use of historical properties;

g) to provide, maintain, and upgrade transit, vehicular and pedestrian related infrastructures and other municipal utilities and services sufficient for the efficient functioning of the City; and

h) to provide and advocate the provision of adequate and affordable housing including the rehabilitation of the existing stock in accordance with Section 2A of the Plan.

8A.3 In order to maximize programme and activity benefits and ensure a prudent use of resources, Council shall, as appropriate,:

a) use its capital budget to promote the objectives set out in 8A.2;

b) co-ordinate its land use planning and economic development activities with the implementation of improvement programmes in all areas of the city;

c) co-ordinate efforts to improve the City's physical and social infrastructures with ongoing efforts to optimize the use and comprehensive maintenance of existing services and facilities;

d) maintain a balance between the development of physical and social infrastructures in redeveloping areas such as the railway lands and the waterfront, and the maintenance and renewal of infrastructures in mature areas of the City;

e) undertake activities and programmes in concert with other public, private and voluntary sector initiatives that would complement or supplement its own actions;

f) where possible, utilize public, private, and foundation funding sources;

g) seek the participation of affected parties in the planning and implementation of any improvement scheme;

h) provide resources, organizational support and advocacy assistance for private and voluntary sector improvement efforts deemed to be in the municipal interest;

i) adopt from time to time standards and guidelines for the provision of physical facilities and services;

j) encourage an adequate standard of property maintenance through enforcement of the Housing Standards and any related by-laws;

k) designate community improvement areas and prepare community improvement plans, pursuant to Section 28(4) of the Planning Act, as amended from time to time, having due regard for Council's goals and objectives as set out elsewhere in Parts I and II of this Plan; and

l) designate Areas of Special Identity pursuant to Section 1A.40 of this Plan and undertake works and programmes to meet the objectives set out for these areas.

Neighbourhood Improvement

8A.4 It is the policy of Council to strengthen the residential character and social cohesiveness of its neighbourhoods by promoting improvements to the distribution and the quality of public amenities and open spaces, social-recreational facilities and neighbourhood support services, and by ensuring the maintenance of the housing stock, as appropriate, in the Residence and Open Space Areas delineated on Maps 1, 1A, and 1B of this Plan.

8A.5 Council shall have regard for the following considerations in selecting and phasing areas and projects for improvement in the areas set out in Section 8A.4:

a) the social and economic conditions in a neighbourhood which demonstrate a priority of need;

b) the need and demand for a greater availability, diversity or suitability of municipal infrastructure services and utilities, social-recreational facilities and programs, and public open spaces;

c) the opportunity to delete or ameliorate the impact of incompatible non-residential land uses, traffic and/or physical barriers which disrupt community life;

d) the opportunity to rehabilitate housing stock that is in poor condition; and

e) the availability of grant programmes or other funding sources that would augment the impact of the City's investment.

8A.6 The measures which Council may use in providing improvements in areas set out in Section 8A.4 include, but are not limited to,:

a) undertaking capital improvements on an area or project basis, while encouraging the fullest use of existing facilities and services;

b) developing new programmes, as necessary, in co-operation with other levels of government and the private and voluntary sectors;

c) informing residents and property owners of available programmes for housing rehabilitation and energy conservation; and

d) supporting community development and employment projects.

The Waterfront, Railway Lands, and the Institutional and Finance Districts

8A.7 In accordance with policies established in Section 1A of this Plan, Council shall encourage and undertake improvements to open spaces, buildings, and cultural amenities in areas such as the Harbourfront and Adjacent Areas, the Central Bayfront, the Financial District, the Institutional District, and the Railway Lands as delineated on Maps 1, 1A, and 1B of this Plan and Areas of Special Identity as identified in Parts I and II of this Plan.

8A.8 Accordingly, Council shall undertake programmes and activities which include, without being limited to, the improvement of pedestrian amenities on public streets, the provision and upgrading of public open space and social-recreational facilities, and the promotion of cultural activities, and shall encourage the retention and reinforcement of significant views, the renewal of existing built-up areas including the rehabilitation of architecturally or historically significant buildings and the preservation of heritage features.

8A.9 In the redevelopment of areas such as the Railway Lands where an adequate physical and social infrastructure does not exist, Council shall promote the provision of a network of city streets, transit facilities, open spaces, and social-recreational facilities as redevelopment occurs, utilizing its own funds or funds from private sources and senior levels of government, as appropriate.

8A.10 Council shall have regard for the following considerations in selecting and phasing areas and projects for improvement in the areas set out in 8A.7:

a) the need for improvements to the amenities, infrastructure, and buildings in a particular area particularly where such improvements may enhance the special character or function of an area;

b) the opportunity to co-ordinate the improvement of a particular area with adjacent private redevelopment and/or other public sector actions, such as the renewal of pavements or utilities;

c) the benefits which the improvement of a particular area would yield for the population of the City as a whole;

d) the desirability of maintaining and strengthening particular areas as important regional retail, heritage/cultural and entertainment centres and as Areas of Special Identity; and

e) the availability of funding sources other than the City's.

8A.11 The measures which Council may use in undertaking improvements in the area set out in Section 8A.7 shall include, without being limited to,:

a) purchasing, rehabilitating and/or redeveloping land and/or buildings for public use;

b) undertaking capital works projects such as sidewalk improvements, special street lighting, and tree planting;

c) acquiring land and/or improving land under City ownership for the purposes of establishing a comprehensive system of public open spaces and pedestrian walkways;

d) encouraging and/or co-ordinating facade improvements undertaken by the public and private sectors; and

e) providing assistance programs for the conservation of buildings of architectural or historical importance and the preservation of other features of heritage value.

Commercial Area Improvement

8A.12 It is the policy of Council to encourage improvements in the general appearance and level of maintenance, the provision of public amenities, the efficient functioning and the economic viability of Mixed Commercial-Residential Areas, District and Regional Commerce Centres and Areas of Permissible Commercial Use as delineated on Maps 1, 1A, 1B, and 3 of this Plan.

8A.13 Accordingly, Council will encourage the undertaking of programmes and other actions to assist the revitalization and promotion of these areas, which include, but are not limited to, the upgrading of streetscapes and pedestrian amenities, encouraging the renovation and upgrading of buildings and lands, and providing improved public transit, open space, and off-street parking facilities.

8A.14 Council shall have regard for the following considerations in selecting and phasing projects and areas for improvement in the areas set out in Section 8A.12:

a) the need for an improved appearance or increased public amenities in the area;

b) the efforts of local business associations to promote and upgrade the area;

c) the opportunity for co-ordinating improvements with other capital programmes such as, but not restricted to, sidewalk reconstruction and tree planting; and

d) that priority be given to Traditional Shopping Streets in improving public amenities and undertaking commercial revitalization measures.

8A.15 The measures which Council may use in undertaking improvements in the areas set out in Section 8A.12 include, but are not limited to:

a) providing capital improvements such as enlarged sidewalks, decorative paving, street trees and furniture, special street lighting, and municipal off-street parking;

b) assisting and providing services to individual businesses and business associations, and

c) encouraging the organization and functioning of business associations and Business Improvement Areas;

Industrial Area Improvement

8A.16 It is the policy of Council to actively promote the retention, renewal and efficient development of its Restricted, General and Heavy Industrial Areas, Mixed Industrial-Residential Areas and Areas of Permissible Industrial Development in accordance with Section 4 and as delineated on Maps 1, 1A, 1B, and 3 of this Plan.

8A.17 Accordingly, Council shall support the undertaking of programmes and other actions which include, but are not limited to, the provision of a municipal infrastructure, public open spaces, social-recreational facilities and support services sufficient for the productive operation of existing industries and the further attraction of new industries, and the encouragement of the highest achievable standards of workplace and area environments.

8A.18 Council shall have regard for the following considerations in the selection and phasing of areas for improvement from the areas set out in Section 8A.16:

a) the continued viability of the current industrial and ancilliary uses;

b) the need for improvements to physical conditions in the area including building stock, infrastructure, and general environment;

c) macro-economic factors and the policies and programmes of other levels of government that impinge on industrial sector growth on a regional basis;

d) local market conditions and the potential for employment generation; and

e) the need to protect residential areas adjacent to such areas and the housing within Mixed Industrial-Residential Areas.

8A.19 The measures which Council may use in undertaking improvements in the areas set out in Section 8A.16 include, without being limited to,:

a) undertaking capital improvements that address infrastructure and environmental deficiencies and land use compatibility;

b) encouraging and assisting the upgrading and renewal of existing structures and properties including advocating senior government assistance programmes;

c) purchasing and redeveloping properties for industrial or ancilliary uses;

d) assisting firms to establish themselves in suitable locations;

e) undertaking joint venture or public demonstration projects; and

f) co-operating with other municipalities in the region on programmes for industrial renewal and development.

* * * * *